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ABSTRACT

This publication celebrates a quarter century of Elementary and Secondary Education Act programs in Ohio. Characteristics of Title I from its origin in 1965, through the change of Title I to Chapter 1 in 1982, to the present, are reviewed. Of particular concern are basic premises of Title I, administrative problems in getting the program going, school districts' responses to the availability of the new federal funds, factors associated with the success of the program in Ohio, the use of Ohio's Title I progrm as a sounding board in shaping Title I nationally, the role of Ohio's Spring Conferences for Title I and Chapter 1 personnel in providing staff with current information about a constantly changing program, and the long-term growth of the program. It is concluded that Ohio has kept Chapter 1's promises and that the Ohio program has stood the test of time. (RH)

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Promises To Keep:

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Title I/ Chapter 1 in Ohio

1965-1990

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OHIO DEPARTMENT OF EDUCATION

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To the teachers, administrators, students, and parents of Chapter 1 students in Ohio:

This publication marks a milestone in American education. For 25 years, Chapter 1 (formerly Title I) of the Elementary and Secondary Education Act has been changing lives. Over the past quarter century, Chapter 1 for literally millions of children has removed the educational barriers that keep people from full participation in our society.

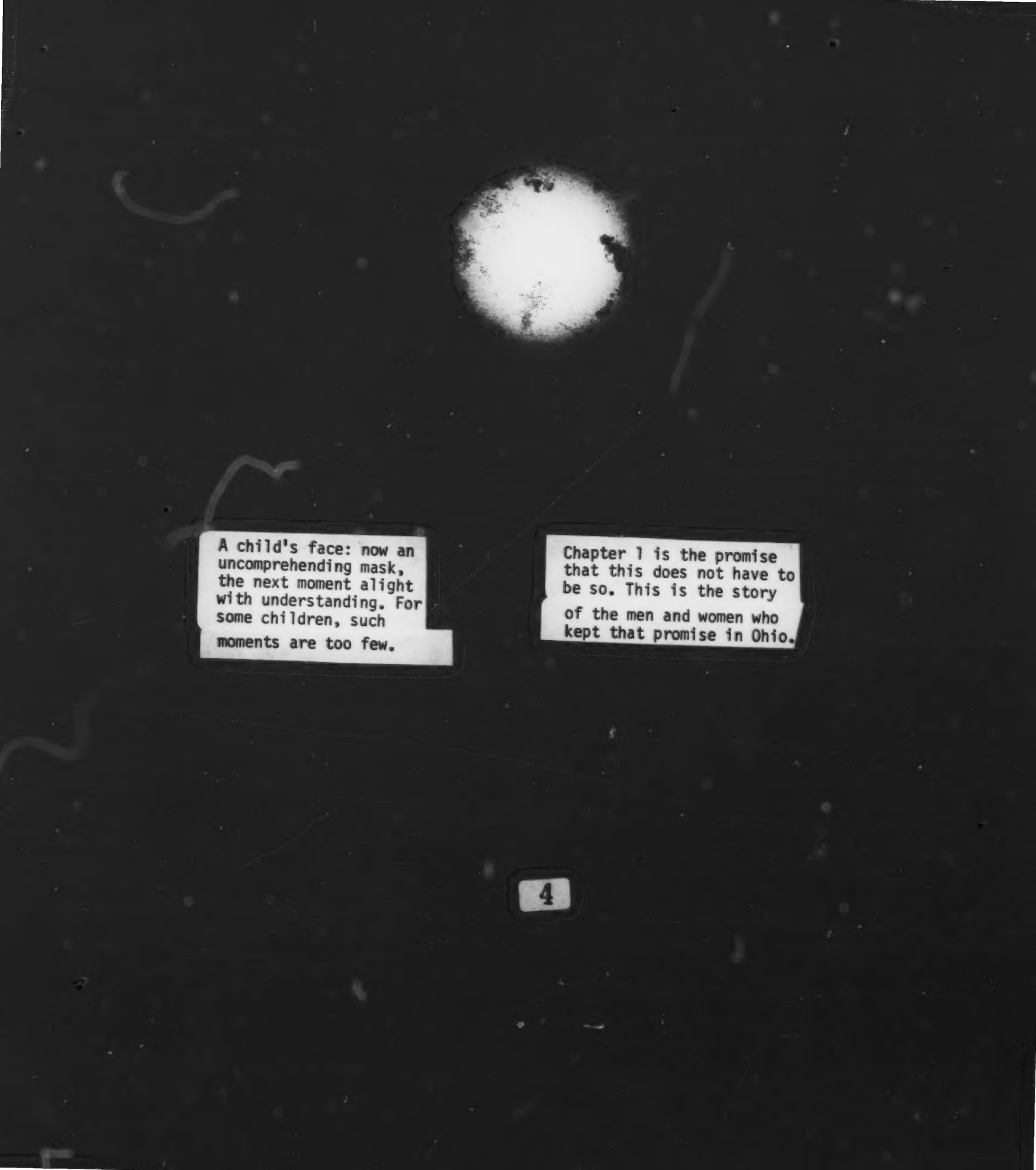
Ohio's role in the development of Chapter 1 has been called exemplary, and each of you has played a part in it. This publication describes how you have made Chapter 1 history by

- Grasping an unprecedented opportunity to level the educational playing field for all children;
- Narrowing the focus to educational activities that best fulfilled the intent of the new law;
- Disseminating winning strategies throughout the state by encouragement and example;
- Channeling resources where they would score the greatest gains against educational disadvantage;
- Providing a forum for statewide sharing of information and inspiration; and
- Adhering to the spirit that created Title I while evolving to meet changing needs.

To have done these tasks, done them well, and done them well consistently for a quarter century this is a sterling accomplishment. I congratulate you.

Franklin B. Walter

FRANKLIN B. WALTER
Superintendent of Public Instruction


A child's face: now an uncomprehending mask, the next moment alight with understanding. For some children, such moments are too few.
Chapter 1 is the promise that this does not have to be so. This is the story of the men and women who kept that promise in Ohio.
4

In 1965, Congress enacted the Elementary and Secondary Education Act . . . a promise of opportunity for educationally disadvantaged children.

Eileen Young, David Merrick

Title I of the Elementary and Secondary Education Act (ESEA) was enacted 25 years ago. Now known as Chapter 1, the program gives substance to a simple truth: all children can learn.

Title I was not the beginning of federal aid to education, but it was the largest. Moreover, it was the first to target a specific population at a time when most educators were challenged to spread ever fewer dollars among growing school populations.

Title I was based on the premise that there is a correlation between low income and educational deprivation that can be addressed with supplemental instruction. Preventive medicine was coming into its own. Might not there be "preventive education"? It was a question that American education had not asked.

Title I was controversial. It was intended to supplement, not supplant, local effort. But many educators wanted to direct Title I funds to their poorest schools, leaving more of the district's own funds for the rest. Local control was a jealously guarded tradition in American education. There were fears that Title I might usurp it.

John Hughes, Sen. Wayne Morse

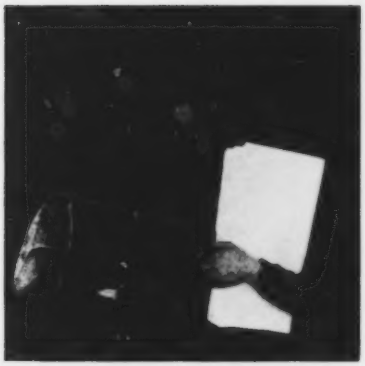
But Title I's newness had a positive side—the excitement of a new venture. Schools were to have funds to address the needs of a group of children who had long been ignored—"the ones," as former Ohio Title I consultant Eileen Young describes them, "who were apt to fall between the cracks, the ones who didn't qualify for any special education program but were apt to be struggling."

Ohio and its school districts were going to have the opportunity to see if, by concentrating resources on the lowest-achieving students, they would be able to put them on an equal academic footing with their peers. There was even the heady thought that if it worked, Title I was not going to be needed forever.

It was incredible—the feeling that was in the air about this program—the fact that we were starting something brand new and that we were given the opportunity, in effect, to make history.

John F. Hughes, Director
ESEA Title I, U. S. Office of Education
1965-1969

Early years of Title I were a time of exploration and fine-tuning . . . a promise to find the most effective ways to overcome educational disadvantage.



Ray Horn, John Staehle

Franklin B. Walter

Arlie Cox says he came to work in 1965 with "$39 million to use for something and a copy of the [Title I] law. No regulations." Later to be appointed director of the Division of Federal Assistance in the Ohio Department of Education, Cox was one of four consultants who had to disburse the first round of funding in accordance with the new law even as U. S. Office of Education's John Staehle and his rule-writing task force in Washington struggled to determine what Congress had meant by such key terms as *disadvantaged children* and *low-income attendance areas.*

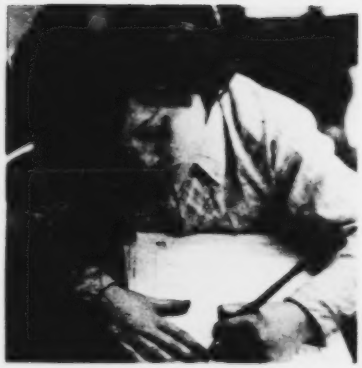
Led by first-year assistant director Thomas Stephens, the consultants put in 12-hour days mimeographing, stuffing, and mailing applications to the districts. With hand calculators they figured the allocations. They hired 25 university people to help the school districts and were deluged with 1,050 applications, only to find that though the academic consultants knew what was educationally sound, they were not good judges of what fit Title I guidelines.

"Firm but flexible" was the state agency's style from the start. "There were always two questions," former consultant and director James Miller remembers: "Is it legal? and Is it good for kids?" The department was firm in its insistence on the former; flexible in helping the school district achieve the latter.

Title I funds came at a time when school districts were short of everything but students. Local school people wanted to use the money for books, audiovisual equipment, food programs, camping, summer school, library materials, counselors, nurses, and teacher aides.

Teacher aides were favored because they were less expensive than teachers. Many districts bought equipment; they hesitated to hire personnel for fear they would have to fire them if the funding was not renewed.

Urton Anderson, Carl Evans



Summer school was a frequent choice because, in the days before carryover, funds had to be spent by year's end, or lost. But summer school did not reach the intended clientele: "The children who really needed the help didn't appear at summer school," recalls former consultant David Merrick. "They were already a failure in school, so why go to school in the summer and fail some more?"

One by one, the problems were identified and the system fine-tuned. The department asked districts to have at least one teacher for every teacher aide. In Cleveland, where 50 percent of low-income students moved from one attendance area to another each year, the schools began to follow the children as they moved from one Title I school to another. Title I teachers began to work with classroom teachers to reinforce lessons children were learning in the regular class.

For the first time, a federal program included funds for serving children in non-public schools. Service to neglected and delinquent youth, handicapped students, and children of migrant families was added, too.

There were so many needs in the curriculum in those days, but if we were going to make a difference, we couldn't spread ourselves too thin.

Urton Anderson
Title I Consultant
1966-1981

Like good teachers, Ohio's Title I staff led by encouragement and example, not edict . . . to fulfill a promise that every child might experience a measure of success.

Raymond A. Horn

What helped Ohio get Title I off to a good start? Then-director of federal assistance Raymond A. Horn and his Title I staff adopted a set of priorities early on that fulfilled both the letter and the spirit of the law. Title I money was not to be used for general aid, but targeted to the educationally neediest. It was to provide as much direct service to young children as possible, in as intensive a manner as possible. The division has remained steadfast on that policy for 25 years.

Two other factors were important in Ohio's success: the organization of the State Board and Department of Education, and the manner in which the staff did its job.

As John and Anne Hughes point out in their book on Title I, *Equal Education,* Ohio was one of very few states to seize the opportunity to forge a strong new administrative role. Responding to the new law "required that major changes take place within the state agencies themselves: changes that involved attitudes toward the purposes of education, the role of the school, the learning capacities and needs of poor children, and the re-ordering of priorities."

The department was able to do this because it had the full backing of Superintendent of Public Instruction E. E. Holt and his successors, Martin Essex and Franklin Walter, who were not governor appointees but answerable to an elected State Board of Education. Consequently, Ohio's Title I program was free of political pressure.

"Ray Horn and Arlie Cox backed you. You felt confident and comfortable, when you went out to a district," recalls former consultant Park Lipp. "If you found something wrong . . . it was going to be corrected."

Arlie Cox, James French

Genevieve Dane

Ohio also avoided the pitfall of designing a model program and insisting that every district follow it. Ray Horn's philosophy—"Bring the districts along one step at a time"—served the districts, the Department, and Ohio's children well.

James B. French, Youngstown director of state and federal programs, describes the Ohio Department of Education's approach: "I've never seen that Department in 25 years try to superimpose its will upon the local school district. They will try to encourage; they'll work with you to do things. If they see something that needs improving, they'll discuss it with you and try to help you change it. They've been a 'working with' rather than a 'working over' group."

Federal officials used Ohio's Title I program as a sounding board in shaping Title I nationally. "They were people we could count on that would help us make policy that made sense," says John Hughes. "If it made sense to us, and it made sense to them, then we could work on it as national policy."

"States have personalities," Genevieve Dane, then USOE operations officer, remarked, "and the word that Ohio brings to mind is *efficiency.*"

The idea that you would take the Title I funds and say, "They're limited, concentrate them, do the best you can with a [limited] group of kids"—that was hard to do and Ohio had the leadership to do it.

John Staehle
USOE Assistant
Director for Policy
1965-1985

A nonpartisan elected State Board of Education gave Ohio an administrative climate in which Title I could be effective . . . a promise to keep children's needs foremost.

State Board of Education of Ohio when Title I began:

Bottom row, left
Elliott E. Meyers
Robert A. Manchester II
Wayne E. Shaffer
Francis W. Spicer
Robert W. Walker
Edward C. Ames
Jeannette S. Wagner
Russell Hoy

Middle row, left
Ward M. Miller
Cecil M. Sims
Francis E. Gaul
James F. Henderson
William T. Monroe
John M. Scott
Ralph S. Regula
Chester K. Gillespie
Jay E. Wagner, Jr.

Top row, left
Paul L. Walker
Lorin E. Bixler
Walter E. Beckjord
Bryce L. Weiker
Ray W. Kimmey
John F. McCormick

State Board of Education of Ohio as Title I marks a quarter century:

Bottom row, left
Paul Brickner
Jean F. Bender
Virginia E. Jacobs
C. J. Prentiss
Paul F. Pfeiffer
Jo A. Thatcher
Constance Rice
Mary R. Lindner
Chester A. Roush

Middle row, left
Anthony J. Russo
Sue Ann Norton
Jack C. Hunter
Patricia Smith
J. James Bishop
Sally R. Southard
Martha W. Wise

Top row, left
William E. Moore
Edwin C. Price, Jr.
Joseph D. Roman
Mary Goodrich
Wayne E. Shaffer

Through the 1970's, Title I choices were guided by the need for measurable results . . . a promise to focus resources where they would yield the greatest educational dividends.

Arlie E. Cox

Administering Title I required making choices. Ohio's choices were guided by a close reading of the law and the always-paramount consideration of how to bring about the greatest improvement in the most severely disadvantaged children.

Reading was identified as the major instructional area, on the sensible assumption that children who could read could begin to keep up in their other classes.

The department encouraged districts to spend their Title I dollars for teachers. "Getting the teacher in the classroom was the most important thing Title I did," recalls Urton Anderson. "The dollars that went to pay teachers were the best money we spent. We got more out of those dollars than we did out of machines and materials and books."

It seemed more cost-effective to treat educational deficiencies before they are compounded by the attitudinal, psychological, health, and attendance problems that develop over time. Accordingly, Title I programs focused increasingly on younger children.

Always, the neediest and youngest were targeted first. As funds permitted, older and less deficient children were served. In general, Ohio schools have confined Title I/Chapter 1 services to children below the 36th percentile. Schools with large disadvantaged populations may not go above the 20th percentile.

But the hallmark of Title I instruction in Ohio, felt by many to be its most effective component, has been low student-to-teacher ratios. Though there are many variations on the small-group pull-out format, that has been the standard Title I unit.

Here at last, timid, underachieving children have gotten a teacher's full attention. Here is someone who looks not just at their academic competence but at their personal needs, their family situations, perhaps health or mental problems. Here is a class where no one laughs at wrong answers. Here—maybe for the first time—is someone who cares.

With such concentrated effort, it was necessary to account not only for the dollars spent, but for the results achieved. Title I had the "spin-off" benefit of restoring accountability to a higher priority than financially strapped school systems had given it. Children are tested before and after Title I/Chapter 1 instruction. In Ohio, they have consistently scored NCE (normal curve equivalent) gains far higher than the level indicating significant improvement.

The state Title I office itself was audited for 48 months during 1966 to 1970, first by the General Accounting Office and then by the U. S. Department of Health, Education, and Welfare. Title I leaders say that this early and sustained scrutiny helped Ohio get off to a strong start.

I think one of the big advantages of the program was that it forced the school districts to look at kids as individuals rather than as groups. . . . These were the kids, normally, that became invisible in the regular classroom because they weren't the ones that always had their hands raised.

Carl Evans
Title I Consultant
1968-1987

In 1982, the Education Consolidation and Improvement Act changed Title I to Chapter 1, but its premise and purpose remained the same. . . a promise of renewed commitment to serving the needs of the educationally disadvantaged.

Arlie Cox, Ray Horn

"There was a sort of missionary zeal. A lot of kids who had been neglected and not given the help they needed were suddenly given a lot of attention. . . . We had people from rural schools mixing with suburban districts and city districts, all focusing on the same topic: kids with the same needs."

Former Title I consultant James Miller reminisces about Ohio's Spring Conferences; today's Chapter 1 teachers look forward to them. The Spring Conference is a tradition that grew out of the need to share constantly changing information.

Change has been the one constant in the evolution of Chapter 1. With each reauthorization of the law have come new regulations. One very important change has been the requirement for parental involvement in the planning, operation, and evaluation of the program. It has long been recognized that the involvement of the parent is an essential ingredient in the education of the disadvantaged child.

The Spring Conference has become a forum for the constantly evolving program. There are speakers and workshops on new requirements, methods, and techniques. There is recognition of outstanding programs, teachers, and administrators. Perhaps most rewarding are the fellowship of a shared goal, the camaraderie that may span a quarter century, the pride in being part of a state effort nationally recognized as exemplary.

Chapter 1 people have much in common. They are committed to the children who need them. They are adept at teaching the students who have difficulty in school.

Chapter 1 staff relate easily to district teachers and administrators, for they

have been there. In contrast to other states, where administrators may come from university faculties or other disciplines, Chapter 1 staff members in Ohio have had at least five years' local school administrative experience. They know firsthand the difficulties of operating local programs.

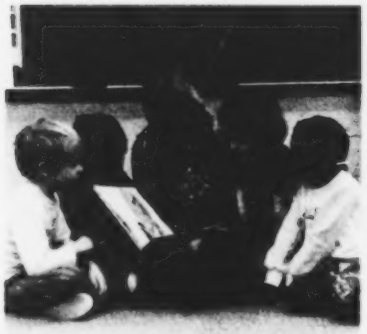
Other organizational principles strengthen rapport: Staff members are each assigned some urban, some rural, and some suburban districts, and the districts are not contiguous. This "mix" is deliberate. The Ohio strategy is to encourage less successful schools to emulate the more effective programs. This way, consultants can carry success stories all over the state.

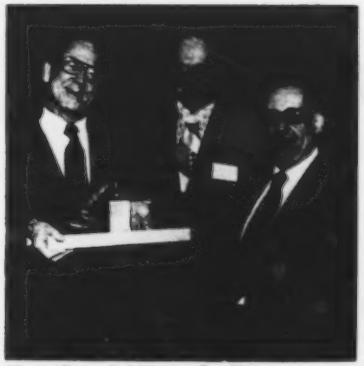
Assignments are rotated every few years so that consultants have the opportunity to view new programs, and district people get exposure to new personalities and points of view. "This way," recalls a former consultant, "I could plant a seed for change this year, and a year or so later, another consultant coming in, seeing the same thing, would nurture that seed. And we'd be getting things growing that way."

The cooperation and the dedication that we have seen from the people working in the local school districts have contributed to the success of this program.

Arlie Cox, Director
Division of Federal Assistance

Today and tomorrow, Chapter 1 will evolve to meet changing needs . . . a promise to continue to grow within the spirit of the legislation that created ESEA.





Martin Essex, Jack Nairus, Ray Horn

Early hopes that Title I could eradicate poverty have, of course, been frustrated. However, 25 years after ESEA raised that hope, Congress has not only renewed Chapter 1 funding but increased it by the largest margin ever.

Chapter 1 is now a $5 billion enterprise. Ohio's share has grown from $39 million to $175 million. Chapter 1 staff now number 18 instead of four—indicative of increased responsibilities as well as funding. The newest regulations take up 47 pages; the original rules were contained on four.

Chapter 1 continues to keep its promises because it continues to evolve to meet the needs of educationally disadvantaged children. Today's trend is away from treating selected children in isolation to working with groups in the context of other learning. Among exemplary innovations are a Secretary's Initiative Award-winning program in Youngstown City School District that teaches mathematics and reading concurrently, and the same district's use of Chapter 1 to provide an extra half day of learning for at-risk kindergartners.

Cleveland's Lafayette Contemporary Academy, instead of failing slow-reading first graders, assigns them to a room staffed by *two* teachers who teach the regular curriculum as well as tutor those who need it.

Lafayette is a magnet school where pupils are selected by lottery and guaranteed an uninterrupted elementary school education. Next year it will adopt a schoolwide Chapter 1 program. Principal Jack Nairus explains how this will work: "The

bottom line is to improve the *total* school reading score from what it was three years earlier. When we structure our building for the year, we'll put the at-risk kids all in the same room and just throw all kinds of services at that room."

While admitting the difficulty of measuring Chapter 1 gains once children are no longer receiving special help, educators do not question the program's value. One child saved from welfare or prison because he learned to read and to achieve may be vindication enough. Thomas Stephens, who guided Ohio's Title I program in its first year, remembers how it was before Title I: "We had kids who weren't able to learn because they came to school ill-prepared or they were hungry, or both. We had teachers who didn't know how to deal with them."

Looking back (as well as forward to the "bottom line"), Jack Nairus asks, "Could we afford *not* to have had it? Probably not."

Too much young promise was at stake.

I just know that at one time there was no help for youngsters like this, and they fell by the wayside and they dropped out of school, and they went into the factories, and now they have the opportunity. Not all of them use it, but more of them have the opportunity.

James French, Director
Federal and State Programs
Youngstown City Schools

Ohio has kept Chapter 1's promises through commitment to program improvement by means of consistent on-site reviews. Much of the credit goes to local school teachers and administrators who have steadily attended to details, developed and refined programs, weeded out faddish, unrealistic approaches, and adhered to an instructional style that has proven to work best for their own students.

There have been claims of more thorough, efficient approaches, but Chapter 1 has stood the test of time. And though Ohio has a distance yet to go in serving completely the needs of all educationally disadvantaged students, yet it confidently approaches the end of the century renewing the promises of Chapter 1.

Chapter 1
Elementary and Secondary Education Act
Ohio Department of Education

Franklin B. Walter,
State Superintendent
of Public Instruction

Raymond A. Horn,
Assistant Superintendent
of Public Instruction

Arlie E. Cox, Director,
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